

Greater Grants Pass Plan Downtown River District

Revised Downtown River District Plan Implementation & Funding Strategy



Prepared for:

**City of Grants Pass, Oregon
Oregon Department of Transportation**

November 15, 2007

City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District

Revised Downtown River District Plan
Implementation and Funding Strategy

A land use and transportation Plan for the Downtown River District and an action program for implementing the Plan.

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**City of Grants Pass, Oregon
Greater Grants Pass Plan
Downtown River District**

**Revised Downtown River District Plan
Implementation and Funding Strategy**

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On August 30, 2007 members present at the Citizens Advisory Committee meeting voted unanimously in support of the following motion:

Forward the Downtown River District Plan (with revisions) to the Planning Commission and City Council for adoption, and to recommend that the City Council consider taking the financing recommendation of forming an urban renewal district to a vote of the people.

A. Introduction

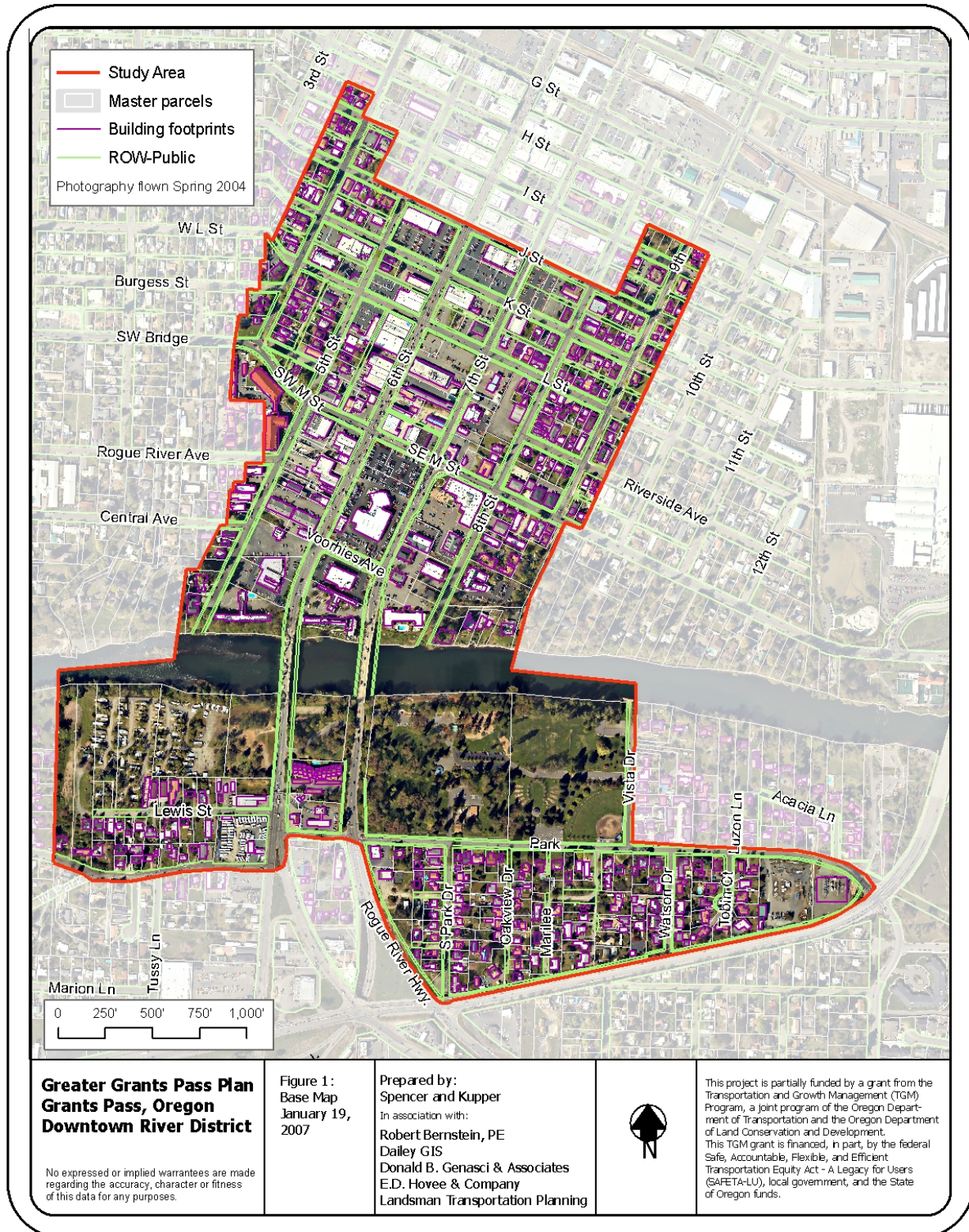
This Downtown River District Plan has emerged from the technical analysis described in a number of Technical Memos and Reports, input from the Citizens Advisory Committee (CAC) and Technical Advisory Committee (TAC), several Public Open Houses and the consulting team's observations and recommendations. Technical Memos and Reports that form the basis of the Plan are:

- *Technical Memo 1: Plan & Policy Review.* The purpose is to identify and describe the planning and regulatory policies that will affect development and redevelopment within the planning area.
- *Technical Memo 2: Existing Conditions Analysis.* The purpose is to identify and generally describe the existing land use and transportation conditions within the planning area.
- *Technical Memo 3: No-Build Report.* The purpose is to analyze future baseline "no-build" traffic conditions within the planning area.
- *Technical Memo 4: Funding & Market Analysis Report.* The purpose is to summarize existing economic and market conditions within the planning area and to provide planning level cost estimates for public and private improvements that may be considered in the planning area.
- *Technical Memo 5: Opportunities & Constraints Report.* The purpose is to identify issues that offer opportunities or constraints to mixed use development and improvements within the area.
- *Elements & Tools Memo.* Activities, tools and actions to use in developing and implementing alternatives.
- *Technical Memo 6: Alternatives Report.* Land use and transportation alternatives and evaluation.
- *Alternative Evaluation Reports: Financial Analysis Report, Transportation Analysis Report, Alternatives Evaluation Report.* Evaluation of alternatives.
- *Preferred Alternative Report.* Summary and refinement of a preferred alternative.

The Downtown River District extends from the southern edge of downtown Grants Pass (Central Business District) to the Rogue River between 4th and 9th Streets. South of the river, the area north of the Grants Pass Parkway east of 7th Street, and north of West Park Street west of 6th Street is included.

Figure 1 is a Base Map of the Downtown River District.

Figure 1
Downtown River District



A Vision Statement and Evaluation Criteria have been recommended by the CAC and Planning Commission, and approved by the Grants Pass City Council. These statements provide a description of a future Downtown River District and expectations for the River District Plan.

The Vision

- The Downtown River District has capitalized on the assets that make Grants Pass special, including the Rogue River, the Historic Downtown District and the arts.
- Grants Pass is known as one of the premier river towns in America: "Where the Rogue River Runs." The transformation of the Downtown River District has been a key in gaining that reputation.
- The area has redeveloped in a compact land efficient manner that incorporates a pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District. The entire Grants Pass central business district thrives.
- Infill and redevelopment have occurred in the Downtown River District with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment. Business opportunities and interesting housing options abound.
- Residents living in the district and in adjacent districts have easy access to services, open spaces and other features that make the area uniquely livable.
- The area contains a number of successful mixed use developments, both vertical and horizontal, that have become models for other districts in Grants Pass.
- Traffic moves easily and efficiently through and within the area, creating a transportation area that enhances commerce in the downtown, without dominating the district's character.
- The Rogue riverfront includes a variety of commercial, residential and recreational uses. Public access is easy, there are opportunities for active and passive uses associated with the river, and the natural beauty of the river is celebrated.
- Riverside Park remains one of the Crown Jewels of Grants Pass, access and parking are easy, and sensitive abutting developments add energy and "eyes on the park."



- Public art projects help to define the special character of the Downtown River District, tie this area to other nearby districts, and attract visitors and residents.
- A strong public/private partnership has accomplished projects that would otherwise be infeasible. Key public investments including fiscal incentives have leveraged significant private investments in the area.
- The Downtown River District has changed in ways that make a variety of public and private investment economically feasible. The changes have monetarily and intrinsically enriched a breadth of the Greater Grants Pass community.

Evaluation Criteria

The Downtown River District Plan provides for:

1. A continuous development connection and pleasant pedestrian environment linking both sides of the Rogue River to the Historic Downtown District.
2. Infill and redevelopment in a compact land-efficient manner.
3. Infill and redevelopment with a mix of housing and businesses that serve residents and visitors in a pedestrian, bicycle, and transit friendly environment.
4. Business opportunities and a variety of housing options that complement one another.
5. Services, open spaces and other features that serve residents of this and adjacent districts.
6. Mixed use developments, both vertical and horizontal, that have the potential as models for other districts in Grants Pass.
7. Safe and efficient traffic movements through and within the area in a manner that enhances commerce in the downtown.
8. Convenient access to all properties in the district.
9. A functioning roadway system that does not dominate the district's character.
10. Pedestrian, bicycle, and transit facilities that provide options to the auto.
11. Opportunities to live and work in the district without using a car.
12. A riverfront that includes a variety of active and passive commercial, residential and recreational uses that take advantage of the natural beauty of the river.
13. Improved public access to the riverfront.
14. Improvements to Riverside Park that benefit both residents and visitors.
15. Adjacent developments near Riverside Park that complement the park and add energy and "eyes on the park."
16. Public art projects that help to define the special character of the district, tie this area to other nearby districts, and attract visitors and residents.
17. A public/private partnership to accomplish projects that would otherwise be infeasible.
18. Key public investments, including fiscal incentives, designed to leverage private investments in the area.
19. Redevelopment and infill opportunities that are economically feasible for public and private investment.
20. Support by a broad spectrum of community interests and organizations.

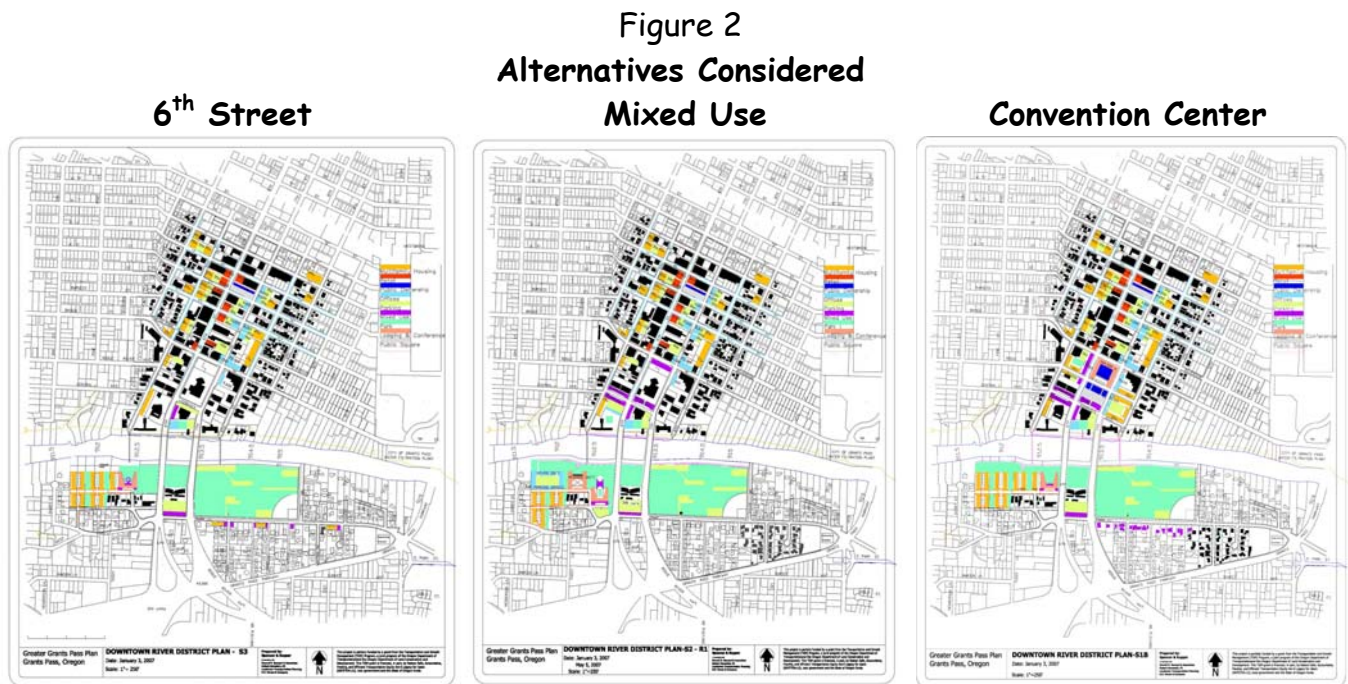
B. Land Use Plan and Transportation Elements

Alternatives Considered

The Plan was developed considering three alternative concepts for the Downtown River District that had different land use and transportation assumptions, different improvement costs, and required different levels of public and private investment to realize the plans. The alternatives were:

- **6th Street Emphasis Alternative:** Commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront.
- **Mixed Use Riverfront Emphasis Alternative:** River-oriented mixed use development on the south side of the river.
- **Convention Center Emphasis Alternative:** Property between M and Voorhies Streets redeveloped for a convention center-hotel and a new civic-arts center focused on a public plaza.

Figure 2 shows illustrative diagrams for each alternative.



Elements from each alternative were incorporated by the CAC into the Plan. Some elements were specifically not included in the revised Plan, and include: not changing the existing 6th & 7th couplet to allow 2-way traffic, reductions in lanes, etc.; not

recommending pedestrian bridges at 5th and 8th Streets; excluding the residential area east of Riverside Park within the study area; not revising zoning for the residential area south of Riverside Park to permit higher densities, mixed uses, etc.; and not specifically recommending a convention center be developed, but that additional work should be undertaken to evaluate the feasibility of a convention center in Grants Pass. The Technical Memos mentioned earlier in this report describe all of the ideas developed during the planning process. This report focuses only on the concepts recommended by the CAC.

Plan Summary

Figure 3 is an illustrative diagram showing the major elements of the River District Plan. Photographs are included that show projects located in other Northwest cities that illustrate some of the concepts proposed for the Downtown River District.

Mixed use retail and office development and redevelopment extend along the 6th and 7th Street corridors from J Street to the river. New construction is built to the property line, parking is located to the sides or rear of buildings not between buildings and the street.



Residential infill has occurred west of 5th Street and east of 8th Street adding more residential population around the Downtown River District. Opportunities for live/work exist throughout the area.

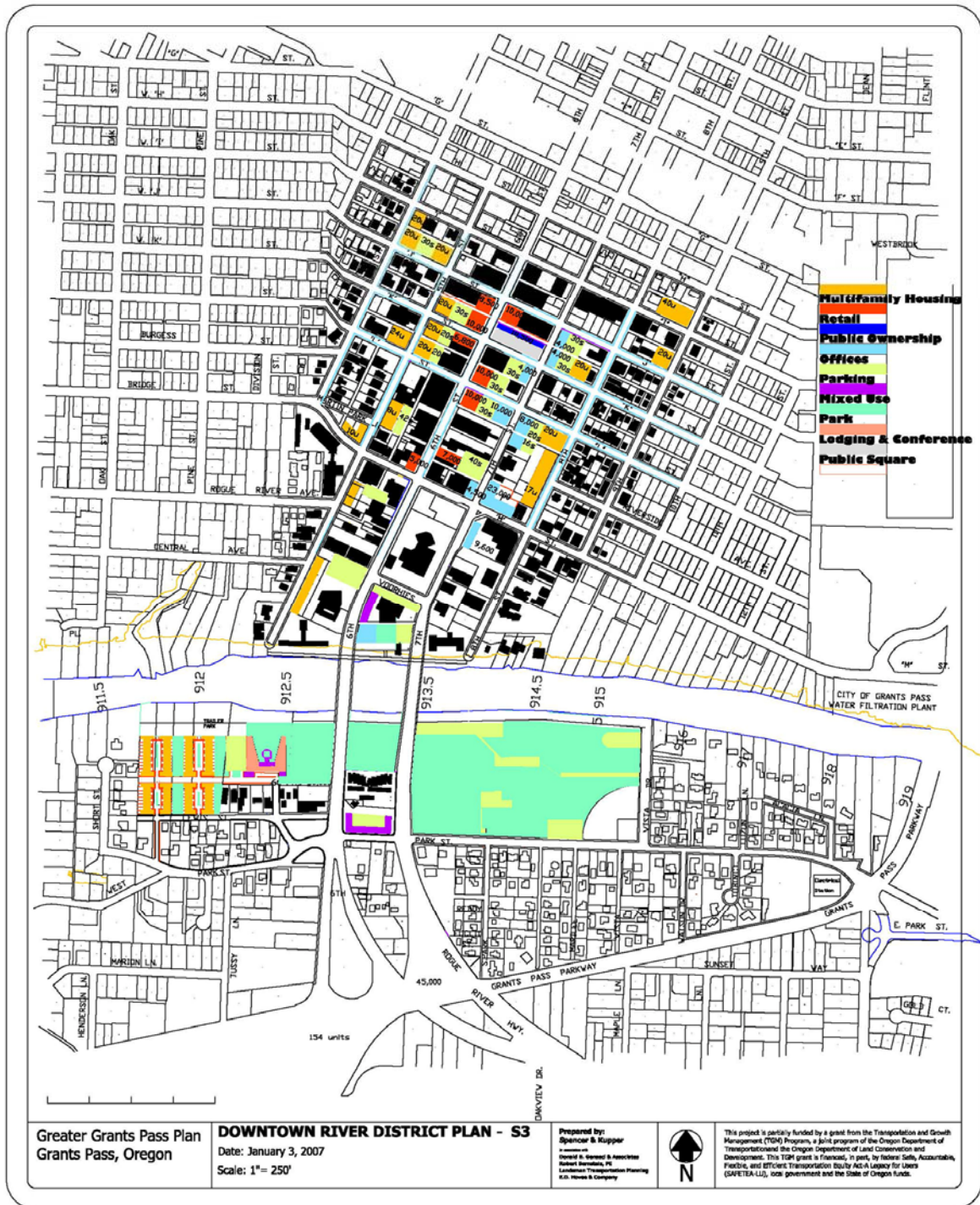
The streetscape on both 6th and 7th Streets from J Street to the river are improved to include street trees, furnishings, pedestrian crossings and lighting. M Street is widened to increase traffic capacity at the intersections of 6th and 7th. Additional pedestrian crossings south of M Street are provided to improve access and safety. As redevelopment south of M Street occurs, extensions of Voorhies and Rogue River Streets may be made. Pedestrian improvements are also provided on or between the 6th and 7th Street bridges.

A new plaza and arts market are located between 6th and 7th Streets north of K Street. The plaza provides an open space



between the Downtown Historic Core and the riverfront, and a home for many of the City's arts organizations and artists.

Figure 3
Downtown River District Concept Plan



The riverfront area between 6th and 7th Streets south of Voorhies Street is developed according to concept plans outlined by Evergreen Bank, including a 20,000 square foot office building located off 6th Street. An open space is provided along the north side of the river as part of the redevelopment plan.

Longer term, additional public parking is located south of J Street and south of M Street in order to serve businesses and visitors as the area develops. Public parking is located to the sides or rear of buildings, and parking lots do not dominate the character of 6th and 7th Streets.

A new hotel/conference center and related restaurants are located south of the river west of 6th Street, and additional housing/live-work uses are constructed in the vicinity of the hotel. An esplanade extends along the riverfront providing access to the river and areas for outdoor seating.



The area south of Riverside Park east of 7th Street remains single family residential with infill and rehabilitation of existing structures in accordance with current zoning. Park Street adjacent to Riverside Park is improved to provide more on-street parking with little or no infringement on the park itself.

Table 1 summarizes the program elements for the Plan.

Table 1
River District Plan-Program Elements

Development Program Elements	Plan
New Housing (Dwelling Units)	
Total New Housing	377
Commercial Uses (Square Feet)	
Existing	320,000
Total New Commercial	62,300
New Office Uses (Square Feet)	97,100
New Hotel/Conference Center (Square Ft.)	
New 60 Rooms + Conference Center	60,000
New Civic/Arts Center/Market	10,500
Total Square Feet of New Building Area	229,900
Total Square Feet Non-Residential in District	549,900
Parking (Number of Spaces)	
Existing On-Street(1)	930
New Off-Street Lots	634
New Off-Street Structure(2)	190
Total Parking Spaces	1,754
Parking Ratio (Parking Spaces/1000 SF)	3.19

(1) Does not include potential new on-street parking provided on proposed new streets or by reconfiguring existing streets such as Park for diagonal parking.

2)One level of below-grade parking is assumed for the new 60 room hotel/conf. center (190 spaces). Surface lots provided if structure infeasible.

Recommended Transportation Improvements

The Plan is based on encouraging commercial infill development and redevelopment along 6th Street in order to connect the CBD to the riverfront. A number of transportation improvements and other recommendations are proposed as part of the Plan in order to address existing and future traffic and pedestrian capacity and safety issues.

M Street Widening @ 6th & 7th Streets

The analysis of 2028 traffic operating conditions at the M St intersections at 6th and 7th Streets indicated that increasing traffic volumes will approach or exceed the intersections' capacities and will degrade traffic operating conditions to unacceptable levels. This issue is also true if no changes to current zoning are made. In particular, conditions at the 6th/M intersection have the potential to create a significant bottleneck at a key junction of north-south and east-west arterials. In addition, the existing prohibition of left turns from eastbound M St to northbound 7th St creates a significant

disconnection on the arterial system. The proposed M St widening (5 lanes between 5th St and 8th St) and intersection improvements address both of these deficiencies by providing additional capacity at the bottleneck 6th/M and 7th/M intersections, and by permitting eastbound-to-northbound left turns at 7th/M. The operational analysis found that the M St intersection improvements will significantly increase capacity and reduce congestion. Improvements will require ODOT approval.

Contingent Improvements: Voorhies Street and Rogue River Street Extensions

The Voorhies Street and Rogue River Street Extensions are transportation access concepts that can be considered when surrounding properties redevelop. These street extensions would provide currently non-existent vehicular and pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The expanded local accessibility and improved circulation provided by these new linkages would significantly enhance the viability and vitality of future River District development and redevelopment. Coordination with ODOT is necessary for any intersection and or pedestrian crossing improvements.

The new 6th St and 7th St intersections created by the extensions would provide currently non-existent controlled pedestrian crossings on 6th and 7th south of M St, which also would enhance the viability and vitality of future River District development and redevelopment.

The new 6th St and 7th St intersections may introduce intersection improvements between M St and the bridge. Because the sidestreet volumes on the extended Voorhies St and Rogue River St would be low, the intersections can be designed to provide adequate capacity.

Maintaining smooth traffic flow through the proposed intersections on 6th and 7th will require careful design of the intersection lane configurations. At the appropriate time a detailed traffic operations analysis should be undertaken to guide and support the design process. In addition, ODOT signal warrants must be met and approved by ODOT Region and State Traffic Engineer. Further analysis will be required.

6th St and 7th St Pedestrian Crossings (between M St and the river)

As stated above, the Voorhies Street and Rogue River Street Extensions would provide greatly improved pedestrian linkages between the 6th/7th Corridor south of M St and the street network and properties in the surrounding area. The pedestrian crossings also

would provide safer, convenient pedestrian access within the 6th/7th Corridor that would not otherwise be available.

The pedestrian accessibility and circulation provided by these crossing improvements are necessary to attract and support the future River District development and redevelopment envisioned by the Plan, and the need for the pedestrian crossing improvements is independent of the need for the Voorhies St and Rogue River St extensions. If necessary or appropriate, the crossing improvements can be installed prior to construction of the Voorhies St and Rogue River St extensions, provided that design compatibility between the pedestrian crossings and street extensions is ensured.

Reconfigure Northbound 7th St (River to M St)

The transition from higher speeds and 'freer-flow' (fewer signalized intersections) to slow-speed, highly-controlled conditions that occurs on northbound 7th St as it crosses the Rogue River, passes Voorhies St and enters downtown through the M St intersection, creates traffic safety concerns. To address these concerns, 7th St should retain as far north as possible the two-lane cross-section it carries across the Rogue River Bridge. Coordinating with ODOT's Freight Mobility Group will be necessary to implement this improvement.

Because the 7th St/M St intersection improvements requires additional lanes and because adequate queue storage length must be provided on the northbound 7th St approach to the intersection, the two-lane cross-section on 7th can be carried only north to the point where it can be safely transitioned into the M St intersection approach.

In addition, any reconfiguration of 7th St (narrowing to two lanes) will be unnecessary and/or impossible if the Voorhies St Extension or the Rogue River St Extension is built. Both of these Extensions would create a new intersection on 7th south of M St, each of which would both (i) impose specific lane configuration requirements of their own, and (ii) provide the traffic calming effect that the 7th St two-lane cross-section was intended to provide.

Further Development of Transportation Improvements

Before the transportation improvements can be funded and constructed, further analysis and design work will be needed. Conceptual design, detailed traffic analysis (including signal warrant analysis), and preliminary engineering will need to be completed for the M Street widening, the Voorhies Street and Rogue River Street extensions, and the 6th-7th pedestrian crossing improvements. Because these projects' impacts on corridor traffic operations are so inter-related, and because those impacts may affect the downtown

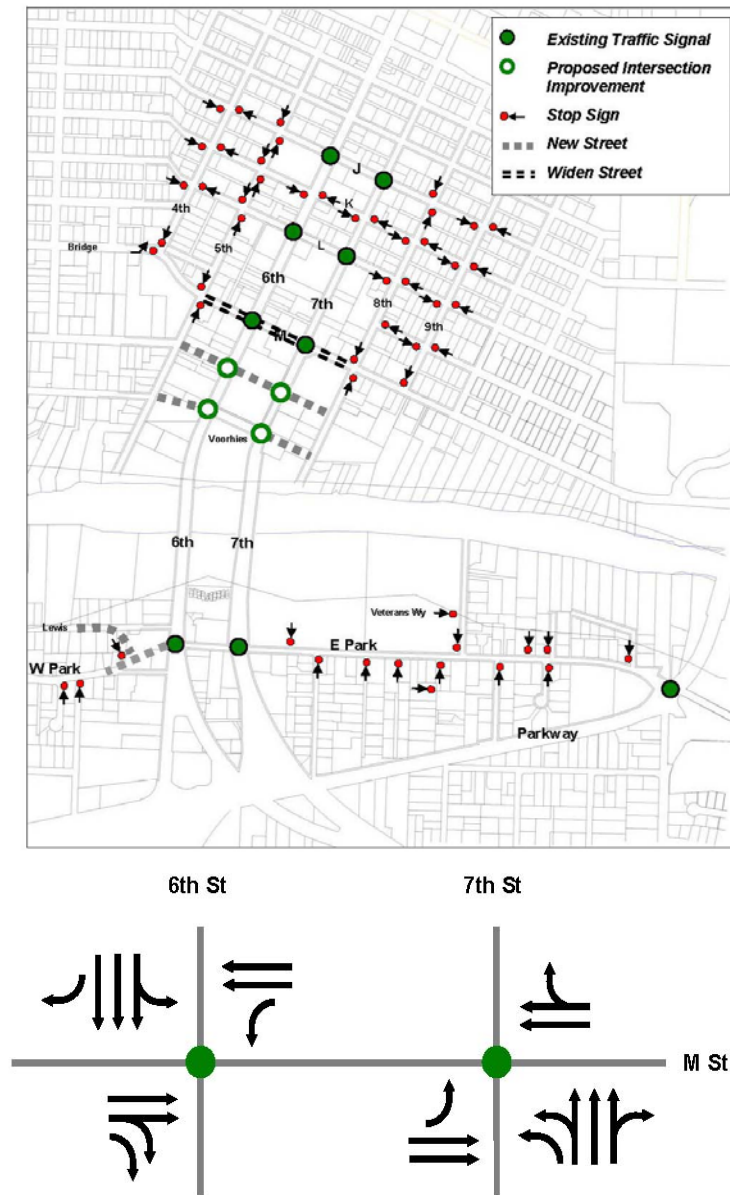
street system north of the study area, a detailed operations analysis and simulation should be prepared for the segments of 6th St and 7th St from the river north to at least E St.

If the City chooses to further investigate the development of a convention center in the River District, a detailed traffic impact analysis focusing on the episodic peaks generated by a convention center will be needed, as the traffic analyses prepared for the River District Plan addressed only "typical" weekday peak conditions.

The Plan transportation improvement recommendations are summarized below and shown in **Figure 4**. Intersection improvements on 6th and 7th Streets will be required to meet warrants and be approved by ODOT.

1. Improve/expand M St intersections at 6th St and 7th St.
2. Provide better pedestrian and/or vehicular connectivity to and across 6th St and 7th St south of M St to improve access and safety. Consider the following when surrounding properties redevelop:
 - Add intersection improvements on 6th and 7th Streets at Voorhies;
 - Extend Voorhies St west from 6th to 5th and east from 7th to 8th;
 - Construct new street from 5th to 8th located between Voorhies and M (as an extension of Rogue River St); and/or
 - Add intersection improvements at new Rogue River Street on 6th and 7th Streets.
3. Improve the safety and convenience of pedestrian movement across the Rogue River. Consider the following:
 - Improve the pedestrianways on the two existing Rogue River Bridges; and/or
 - Provide a new pedestrian river crossing between 6th and 7th.
4. Improve transit service in the area. Consider the following:
 - As demand warrants, develop a local transit service loop linking the CBD through the Downtown River District to south of the river utilizing the 6th/7th street couplet.
 - When major events are staged in Riverside Park implement the transit concepts above to reduce parking and other impacts on neighborhoods surrounding the park and to better utilize parking opportunities throughout the Downtown.
5. Pursue the designation of the 6th/7th Street couplet as an ODOT Special Transportation Area (STA). An STA designation would allow for more flexibility in improvement standards appropriate for a downtown area.

Figure 4
Proposed Transportation Improvements
M Street/6th-7th Street Lane Configurations



C. Improvements and Planning Level Cost Estimates

The needed transportation, streetscape, and other public improvements needed for the Plan are summarized in Table 2. More detailed information in the *Financial Analysis Report*, and in the *Plan Transportation Analysis Report* describe each improvement, and the assumptions associated with planning level costs, and planning level cost estimates. In addition to the public improvements called for in the Plan, Table 2 includes costs

associated with recommended commercial and residential building rehabilitation and incentives over a 20 year period.

Table 2
**Plan-Planning Level Cost Estimates for
Public Improvements, Public Buildings & Rehabilitation Programs**

Table 2 Costing By Project	Plan Sq.ft./Cost
Street and traffic control improvements	
Improvements at M St. intersections at 6th & 7th	
Land acquisition (M St.)	\$712,000.00
New Intersection improvements	\$250,000.00
New street surface	\$29,000.00
	\$991,000.00
Contingent: Pedestrian & Traffic Management Improvements South of M St.	
Extend Voorhies St. West from 6th to 5th	
Land acquisition	\$272,000.00
New street	\$148,000.00
New intersection improvements on 6th & 7th at Voorhies	\$250,000.00
	\$670,000.00
Extend Voorhies St. East from 7th to 8th	
Land acquisition	\$957,000.00
New street	\$478,000.00
	\$1,435,000.00
Extend Rogue River St. from 5th to 8th	
Land acquisition	\$957,000.00
New street	\$478,000.00
New intersection improvements at 6th & 7 th	\$250,000.00
	\$1,685,000.00
Sub-total Street and Traffic Control Projects	\$4,781,000.00
Streetscape, Pedestrian & Parking Improvements	
Streetscape improvements (street trees, lighting, intersections, furnishings) on 6th & 7th Streets from	
J Street to Voorhies	\$961,000.00
Cross Streets J to Voorhies	\$1,130,000.00
	\$2,091,000.00
Park St - Parking improve. (North side) 7th to Vista Dr.	\$321,000.00
Public Parking	
South of J Street	\$425,000.00
Land Acquisition	\$637,000.00
	\$1,062,000.00
South of M Street	\$497,000.00
Land Acquisition	\$747,000.00
	\$1,244,000.00
Sub-total Streetscape, Pedestrian & Parking Improvements	\$4,718,000.00
Parks, Plazas and Open Spaces	
Riverside Park Improvements - (New Park west of 6th)	\$657,000.00

Table 2 Costing By Project	Plan Sq.ft./Cost
Plaza Improvements – Plaza-K Street Arts Market	\$400,000.00
Sub-total Parks, Plazas and Open Spaces	\$1,057,000.00
Public Buildings	
K Street Arts Market	
Public Market Building	\$850,000.00
Land Acquisition	\$456,000.00
Sub-total Public Buildings	\$1,306,000.00
Building Rehabilitation/Housing Assistance	
\$150K/year over 20 years	\$3,000,000.00
Totals	
Sub-Totals all Costs	\$14,862,000.00
Contingency @ 40%	\$5,945,000.00
Totals all Public Improvement/Rehabilitation Program Costs	\$20,807,000.00

D. Comprehensive Plan and Zoning Recommendations

The City of Grants Pass Comprehensive Plan

The current Comprehensive Plan provides the basis for current zoning designations in the area, with a central business district designation focused on G Street between 4th and 8th Streets, and a general commercial district south of the CBD between 5th and 8th Streets to the river. High density housing is designated to the east and west of the commercial core. See **Figure 5**. Comprehensive Plan designations are similar to Zoning designations.

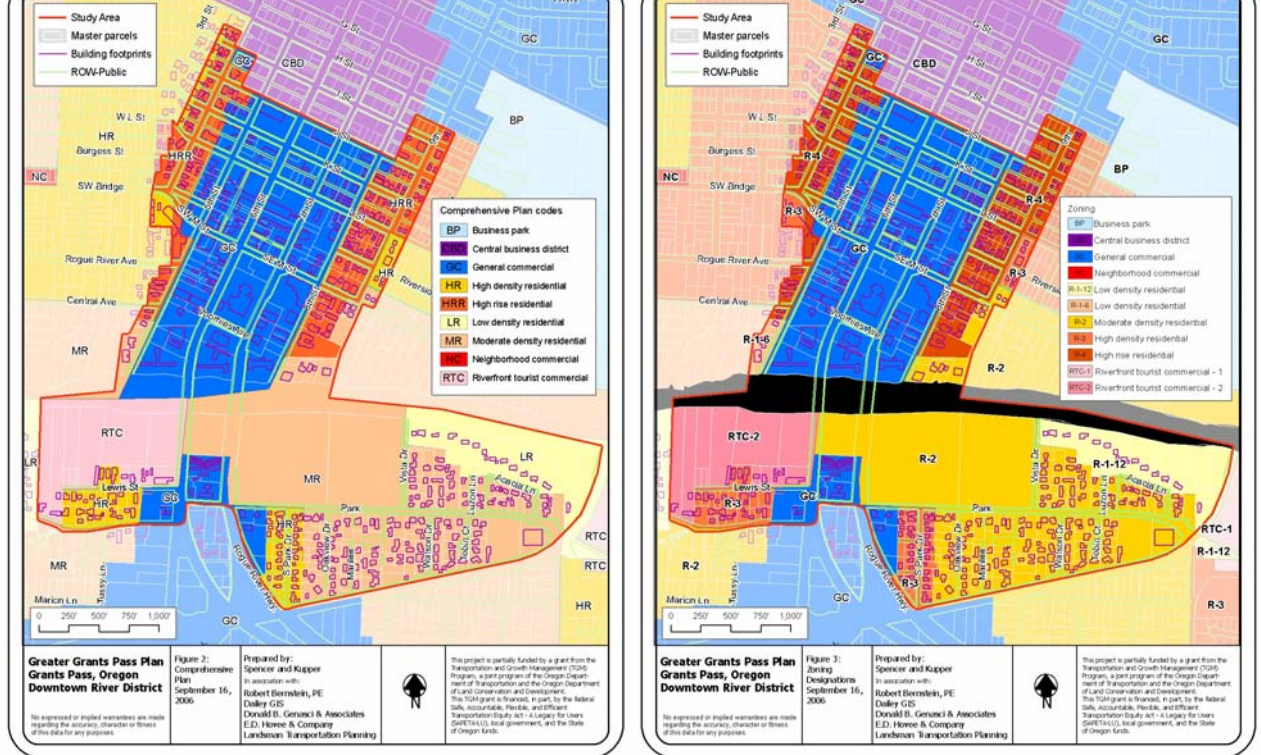
While the Comprehensive Plan provides some overall policy direction for downtown and the riverfront, it is very general in nature, has not been recently updated, and does not specifically address the Downtown River District Vision and Evaluation Criteria.

Additional policy language should be developed and adopted in the Comprehensive Plan that reflects the Downtown River District Vision.

The City of Grants Pass Development Code and Zoning Map

The existing Development Code and Zoning Map describe allowed uses and development standards for zones within the City. Within the planning area, there are two commercial zones (General Commercial-GC and Riverfront Tourist Commercial 2-RTC-2) and four Revised Downtown River District Plan

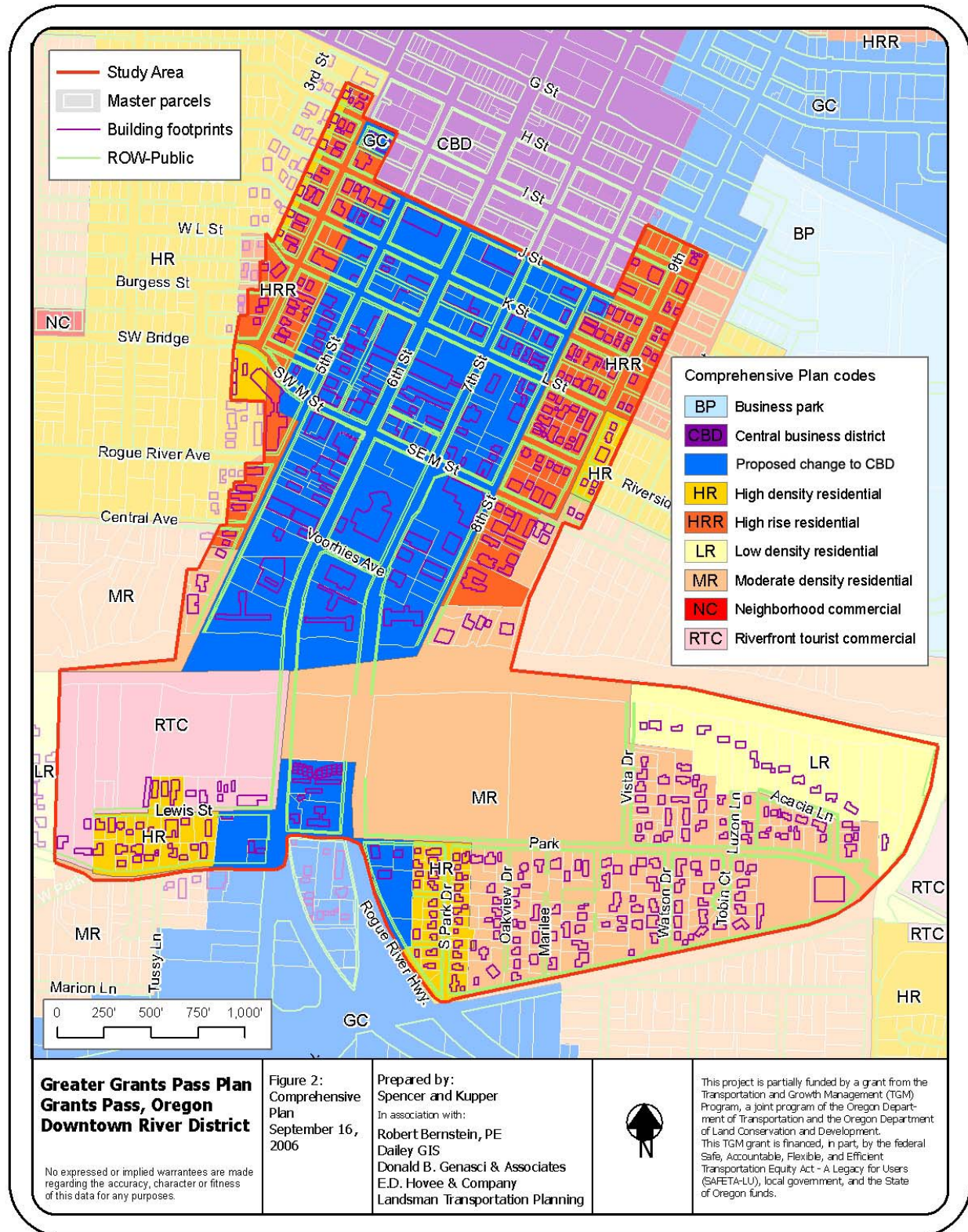
Figure 5
Existing Comprehensive Plan and Zoning Designations

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Later in this section a number of specific policy and code amendments are suggested to implement the plan. Final implementation will be as a follow-up activity to this Plan, and in the course of discussing these recommendations in more detail, other approaches that meet the overall intent of the recommendations and Vision may be found. There may also be policies and standards not mentioned in this Plan that should be modified as well, such as minimum and maximum building heights, building orientation along the river and along arterial and local streets, special building setback conditions, etc. It is the intent of this Plan to identify major changes, but the specifics as how to best include the desired changes in existing policy and standards documents is left to others.

Figure 6 shows the areas within the Downtown River District proposed for CBD-RD designation in both the Comprehensive Plan map and the Zoning Designation map. This includes areas now designated *General Commercial* south of the river that are recommended to be zoned CBD-RD.

Figure 6
Proposed Comprehensive Plan and Zoning Designations



CBD Parking standards. Article 25.032(3) exempts development in the CBD zone from minimum parking requirements. Parking requirements appropriate for the Downtown Historic District and the Downtown River District were discussed in detail by the CAC, and it was determined that at a minimum, developments within the Downtown River District should provide off-street parking adequate for employees.

The following amendment to Article 25.032(3) is recommended (additions shown as underlined/italic):

25.032(3) All parcels and uses within the CBD zone are exempt from the space requirements of this Article, except parcels and uses south of J Street zoned CBD-RD where minimum parking spaces equaling 50% of the requirements of Article 25.042 shall be provided. However, any voluntarily installed parking shall conform to the design standards of this Article.

Other parking requirements that now apply to the CBD zone should apply to the new CBD-RD zone.

Standards in the High Rise Residential (HRR) (R-4 Zoning) areas. Areas east and west of the proposed CBD-RD designation are designated for HRR (R-4), the highest density residential district in the City. Residential uses and office uses are permitted in these areas. The opportunity to increase the ability to permit a wider variety of mixed use developments adjacent to the CBD-RD has resulted in the following recommendation.

Amend Schedule 12-2, Permitted Uses and Site Plan Review Procedures by adding the following Permitted Uses with conditions to the R-4 District (or create a new R-5 District that applies within the study area): Add 3) Trade (a) Retail Indoor, and 4) Services (b) Business Office as a permitted uses subject to the following: When included in a mixed-use development, trade and services uses shall occupy no more than 50% of the total floor area, or 5,000 square feet of floor area, whichever is smaller.

Review residential design standards in Article 22 for appropriateness. Identify modifications as needed.

Permitted uses in the RTC-II District. The RTC-II district, shown on Figure 6, currently permits larger scale lodging, conference center, restaurants, services such as tour boats, and specialty retail. Residential uses are currently not permitted. It is recommended that the RTC area allow for a more mixed use development pattern.

Amend Schedule 12-3, RTC Zone-Permitted Uses and Review Procedures by adding the following Permitted Uses with conditions to the RTC-II District:
Add 1. Residential (a) Multi-dwelling residential, and (b) Condominiums as Permitted (P-III-r) subject to the following: These uses are permitted only in mixed use developments. Residential uses shall not exceed 50% of the proposed non-residential floor area within the mixed use development, and shall be permitted only when minimum non-residential requirements are met.

Development standards in the RTC-II District. If residential and more mixed use developments are allowed in the RTC-II District, development standards for these use types should be required. Residential design standards found in Article 22 and commercial/mixed-use standards found in Article 20 may be appropriate.

E. Funding Strategy Recommendations

A number of needed transportation, infrastructure and other public improvement projects have been identified and are described in Section C of this Plan. The majority of these projects, however, are currently unfunded. A key strategy for a successful Downtown River District is to identify new or expanded funding sources for many of these projects, a number of which are needed to support more intense mixed use development.

Table 3 identifies a range of funding sources for a variety of capital improvement projects. This strategy recommends four key funding sources to augment current funding for transportation, infrastructure and public improvements and to support redevelopment:

- Pursue the formation of an urban renewal district to include the entire Downtown River District. Adopting an urban renewal plan in order to provide a reliable funding source for capital improvement projects and a mechanism to carry out long term economic development activities is strongly recommended. Consider taking the proposal to form a new urban renewal district to a city-wide vote.
- Establish high priority for spending Transportation Impact Fees and System Development Charge revenues within the Downtown. Establish policies that TIF and SDC fees generated by developments within the Downtown area are earmarked for improvements within the Downtown, and/or needed improvements are eligible for development fee funding and are ranked as high priority.

- Consider the formation of Local Improvement Districts to augment other funding sources such as tax increment financing, and Transportation Impact Fees and System Development Charges. LID contributions may be appropriate for streetscape improvements, parking, lighting, street trees, etc.
- Extend to the Downtown River District the Downtown Grants Pass Rehabilitation Program (Design Grant and Construction Loan) and the Vertical Housing Development Zone. These are existing programs now only available in the CBD area.

Potential Funding Sources and Urban Renewal Forecasts

Table 3 is derived from the *Elements & Tools Memo, 2007* and lists the improvement projects identified for the Plan, and potential funding sources for each improvement. The creation of an urban renewal district and use of tax increment financing is recommended as a primary funding source for public improvements and programs aimed at supporting development and redevelopment.

Table 3
Plan-Funding Sources for Capital and Market Projects

FUNDING CAPITAL AND MARKETING ACTIONS	COSTS (Millions)	FUNDING SOURCES: CAPITAL & MARKETING PROJECTS									
		IST	GT	GF	GOB	LID	SDC	OED	RB	TIF	EID
CAPITAL IMPROVEMENT PROJECTS											
STREET & INTERSECTION IMPROVEMENTS											
M Street improvements @ 6 th and 7th	\$1.0		X	X	X	X	X			X	
Contingent: Voorhies extended from 6 th to 5th	\$0.7		X	X	X	X	X			X	
Contingent: Voorhies extended from 7 th to 8th	\$1.4		X	X	X	X	X			X	
Contingent: Rogue River extended from 5 th to 8th	\$1.7		X	X	X	X	X			X	
Sub-Total	\$4.8										
STREETSCAPE, PEDESTRIAN & PARKING IMPROVEMENTS											
6 th and 7 th Streetscape from J to Voorhies	\$2.1			X	X	X	X			X	
Park St. Parking improvements at Riverside Park	\$0.3			X	X	X	X			X	
Public parking both north and south	\$2.3			X	X	X	X			X	
Sub-total	\$4.7										
PARKS, PLAZAS AND OPEN SPACE IMPROVEMENTS											
Riverside Park improvements	\$0.7			X	X	X	X			X	
Arts Market Plaza	\$0.4			X	X	X				X	
Sub-Total	\$1.1										
PUBLIC BUILDINGS & FACILITIES											
Arts Market	\$1.3			X	X			X		X	
Sub-total	\$1.3										
REHABILITATION & MARKETING ACTIVITIES											
COMMERCIAL BUILDING REHABILITATION AND HOUSING ASSISTANCE											
Downtown Grants Pass Building Renovation Loan Program/Vertical Housing Development Zone-assume \$100/year over 20 years	\$2.0		X							X	X
Marketing, promotion and advertising program for the Historic District and Downtown River district-assume \$50,000/year over 20 years	\$1.0		X								X
Sub-total	\$3.0										
TOTALS											
Sub-Totals all Costs	\$14.9										
Contingency @ 40%	\$5.0										
Totals: Public Improvement/Rehabilitation Costs	\$20.8										

Cost Estimates

HIGH- \$500k or greater
MED- \$100-500k
LOW Less than \$100k

Implementing Sources: Capital & Marketing Projects

IST- Fed. ISTE program GT- Gasoline Tax (State)
SDC- System Development/Transportation Impact Fees
OED- Or. Economic Development Dept.-Public Facilities
GF- City General Fund (Planning) RB- Revenue Bonds
GOB- General Obligation Bonds TIF- Urban Renewal Tax Increment Financing
LID- Local Improvement District EID- Economic Improvement District

An analysis of the potential for an urban renewal district and tax increment financing capacity as a primary capital improvement funding source is included in the *Financial Analysis Report*. Table 4 summarizes the tax increment revenue capacity for the Plan development program described earlier.

Table 4
Plan-Summary of Tax Increment Capacity

Tax Increment Revenue Forecasts	Plan
Year 5	
Annual Tax Increment Revenue	\$147,955
Cumulative Tax Increment Revenue	\$483,124
Year 10	
Annual Tax Increment Revenue	\$644,034
Cumulative Tax Increment Revenue	\$2,630,429
Year 15	
Annual Tax Increment Revenue	\$1,107,844
Cumulative Tax Increment Revenue	\$7,191,550
Year 20	
Annual Tax Increment Revenue	\$1,716,903
Cumulative Tax Increment Revenue	\$14,491,657
Year 25	
Annual Tax Increment Revenue	\$2,516,698
Cumulative Tax Increment Revenue	\$25,388,508

Conclusions from the analysis are:

- Tax increment revenues are relatively small during the first 5 years of the life of the district, but as development projects are constructed, significant revenues will be available by year 10.
- Over the 25 year life of the district, the Plan program will generate approximately \$25 million.
- Adequate tax increment revenues will likely be available over the life of the district to complete anticipated public improvements.
- Adequate tax increment revenues will also likely be available to fund other priorities such as Housing assistance and incentives, Mixed-use assistance and incentives, Residential rehabilitation assistance and incentives, and Façade improvements assistance and incentives.
- The ultimate size of a new urban renewal district and the need for improvements funded by TIF would result in different revenue forecasts and improvement costs than outlined in this Plan.

F. Other Recommendations

Several related activities are summarized below as implementation actions to further evaluate concepts identified during the planning process.

- **Undertake a feasibility analysis for locating and constructing a convention center in Grants Pass. The analysis should identify potential conference and convention business that may be attracted to Grants Pass, potential impacts on the local economy, suitable locations for a facility, costs for land acquisition and construction, operating costs and revenues, and public/private roles.**
- **Pursue land exchange and/or acquisition opportunities to extend Riverside Park west of 6th Street through the Hamlyn property.**